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FIRST STAGE GUIDELINES AND CONDITIONS

BOSTON REDEVELOPMENT AUTHORITY

STEPHEN COYLE, DIRECTOR

DECEMBER 1985

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RUGGLES STATION PARCEL
(PARCEL 18)
SOUTHWEST CORRIDOR

FIRST STAGE GUIDELINES AND CONDITIONS
BOSTON REDEVELOPMENT AUTHORITY

DRAFT

December, 1985

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The Boston Redevelopment Authority is pleased to offer this statement of Guidelines and Conditions as a First Stage Request for Proposals for the Ruggles Station parcel. All proposals will be reviewed by and are subject to the criteria, procedures, submission requirements, and development and design guidelines outlined in this document.

RUGGLES STATION GUIDELINES

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DEVELOPMENT CONCEPT: Parcel 18

Parcel 18 occupies the keystone position in a series of city and state owned development parcels left from decades of urban renewal and transportation corridor planning. Abutting a major public transit facility, it lies within a few minutes walk of world-renowned institutions (such as the Museum of Fine Arts, Northeastern University, Children's Hospital) and pieces of urban history and form unique to Boston (the South End, Heritage Park in the Dudley Station area), and is less than a mile from the "High Spine" of Boston's Back Bay. It is a crossroads of north-south and circumferential transportation.

The onus of the BRA is to promote the most desirable and efficient use of the land in accordance with neighborhood and city guidelines and an array of givens including: the MBTA Southwest Corridor Development Plan, zoning restrictions, parcel to parcel linkage requirements, and the Parcel 18+ Task Force Memorandum of Agreement.

In order to focus private and public sector economic benefits toward Roxbury neighborhood revitalization, a large scale, unified development is proposed to achieve "critical mass" in this effort. A mixed-use program is required, with activities physically and functionally integrated, encouraging both diversity of land use and 24-hour activity levels.

The project must accommodate and resolve the various pedestrian and vehicular routes through the parcel as well as allow full programmatic access to the Ruggles Street Station.

A physical design is encouraged which has a distinct, positive identity. However, the identity and physical massing must be compatible in character and scale with neighborhood and its history, relating in an urban design sense not only to structures in its immediate neighborhood but also to surrounding institutions and historic areas. The project could be considered as a gateway; a number of view corridor opportunities both from and to the project will heighten its identity. The streets should have active edges and any open space should respond to its urban context.

CRITERIA AND CONDITIONS

The overriding standard to be used by the Authority in its review of proposals will be maximizing the benefits to the City. Criteria for review will include:

- o the public benefits offered to the City by the proposed development, including jobs, urban design amenities, and other contributions to improve Boston and its neighborhoods;
- o opportunities for minority business participation;
- o compliance of the proposed development with the enclosed design and development guidelines; and, the degree to which the proposal accomplishes the Design Concept objectives;
- o the financial benefits offered to the City by the proposed development including the acquisition offer, tax revenues, and Development Impact Payments;
- o the demonstrated production and management experience, capability and financial strength of the development team;
- o financial feasibility of the proposed development;
- o ability to expeditiously complete the proposed development project.

The City intends to sell or lease this parcel for redevelopment purposes.

The development will be assessed and taxed by the City of Boston under M.G.L. Chapter 59 real estate assessment procedures.

The BRA and the City will not incur any expenses in the development of the parcel. The parcel will be disposed of in an "as is" condition. The designee will pay for the cost of any utility relocation not paid by a utility company.

Development proposals will be subject to all pertinent governmental regulations and development review procedures. At any time, the Authority may request additional information from any developer. The Authority reserves the rights to reject any and all proposals; and to designate individual sites as sub-divisions of the full Parcel 18 lot. Questions about the kit may be directed to Martha Bailey on the BRA staff.

DESIGN AND DEVELOPMENT GUIDELINES

DESIGN

1. Constraints

A number of site constraints exist which influence the project's form and infrastructure costs. The diagram following indicates major constraints, combined with the MBTA plan for final grading and landscaping which will change as Parcel 18's development plan unfolds. Briefly:

- o The main drain is a fixed given.
- o Potential relocation of the 15 KVA conduits carries price estimates of up to over 2 million dollars.
- o The MBTA easements may shift slightly but their clearance requirements must be accommodated.
- o The Ruggles Station circulation corridor and the bus loading area must be accommodated by any building in this area. Access and programmatic usage of this facility should be planned into any development program.

Structural constraints include deep deposits of marine clay and the abutting Ruggles Station foundation, which consists of spread-footing piles and a boat section under the tracks and retaining walls. The state-supported garage structure will to a large extent alleviate the cost implications of the former concern.

2. Uses and Density

A mixed-use development of roughly 1.5 to 1.8 million GSF is preferred for this site. The state-developed 1000-car minimum capacity garage will be underground, except at the north corner of the site where structured parking may occur. Total site FAR may not exceed 7.5.

Up to 160,000 GSF of retail is required as the predominant base usage to a maximum of two stories. This component must be placed so as to form a presence on the public streets and should not be predominately inward-facing. A child care facility should be included as a part of this component.

A minimum of roughly 800,000 GSF of office space and 500,000 GSF of residential units (apartments or condominiums) is suggested. Residential presence in this area must be preserved. A minimum of ten percent of the units must be affordable to low-to-moderate income residents.

The program of a cultural complex is also suggested as relating to the wealth of cultural and institutional resources nearby. Artist's studios are suggested as a possible component.

3. Height

A 350-foot height limit is suggested in keeping with proposed height limits in certain development areas downtown. Special attention must be given to any element of over 240 feet due to the visual prominence of the historic _____ standpipe nearby.

4. Mass and Character

The maximum 1.8 million GSF density allowed on the site is seen as extreme. Special effort will be required to relate the Parcel 18 development to the surrounding area, a mixture of two to eight story structures predominantly institutional and residential with commercial remnants. Note the following use charts and axonometric study. Prominent sight lines and visual foci should be preserved; see the study on landmarks and views from the site. Views from Ruggles, Melnea Cass, and upper Tremont are significant. The scale of the building elements and their character must be related to the scale of the area and that of the South End and Roxbury in particular. To further this, pedestrian corridors stretching from Tremont Street toward the Orange Line track wall are suggested, to recall the scale and rhythm of side streets in Boston's South End. These should be open and a minimum of 30' wide. Two basic design strategies follow.

In the first, high tower elements are toward the center of the Parcel and create a spatral focus, an open space which takes in and frames the Ruggles Station entry. This focus would also be the pedestrian axis of the site where all functions and paths meet in the manner of a Rockefeller Center. Mid-rise elements stepping down to the scale of the neighborhood would occur at the site edges.

In the second, high tower elements are at the corners, specifically at the intersection of Melnea Cass and new Ruggles with Tremont. These provide visual termini for view corridors and a strong locus identity for the project. A mid-rise element could occur at the north corner at the Columbus/Melnea Cass intersection, and low or mid-rise elements along Tremont Street.

A cornice line of five stories is required along all public frontage, with setbacks above at a minimum of twenty feet.

Development on contiguous and nearby parcels in this corridor will be urged to re-establish this same continuity. To take advantage of the height gradient from Tremont to the Orange Line wall and Ruggles Street bridge a structured plaza is suggested as a design study, which would allow storied retail both internally and externally and service access below grade. This concept may also expand upon the MDC green space zone and create a harder, "urban" park.

5. Materials

Granite and brick are the predominant materials characteristic of Boston and are favored for this development, both on the facade and on the groundplane. Articulated cast stone may be used above the second floor level for detail work, window surrounds, etc. Windows shall be punched and not flush or continuous (i.e., "strip" windows). Clear glass required on lower levels. The retail base must have a clear expression in material usage, proportions, etc., as is characteristic in Boston buildings.

6. Public Pedestrian Access

Unrestricted public access shall be provided to the Ruggles Street MBTA station from all existing bordering streets and any proposed through-block connectors. As much visual access as possible should be provided from Tremont Street to the MBTA entry arch.

The continuation of Columbus Avenue as a visual and pedestrian corridor to Ruggles Street is required. Vehicular access through the parcel at this point is not favored; however, service and parking access could occur here. A curb cut on Tremont or on Ruggles is inadvisable unless movement is restricted at these points.

7. Site Amenities and Open Space

A public open space, hard surfaced, urban in character, and architecturally defined (by the project's massing) shall be created at the juncture of the pedestrian movement through the site. This space will serve to connect movement and activities through the site and will tie the reserved MDC parkland into the pedestrian paths. The axis of the Ruggles Station concourse should be recognized. Sitting areas should be indicated.

Area requirements and landscaping shall be maintained and provided in the MDC green space corridor which shall remain open space. The character of this area should be clearly defined and contain a combination of hard and soft surfaces which will integrate it with the established pedestrian base and public open space. It should contain opportunities for passive activities; no large, unprogrammed spaces will be permitted.

In addition to recognition of the area requirements and landscaping for the MDC green space corridor, the project must include sidewalk improvements. A continuation of the Tremont Street improvements vocabulary is strongly suggested. Improvements shall include paving, planting materials, lighting and signage and other visual identification sources which will reinforce public pedestrian passage.

TRANSPORTATION

1. Parking

Parking is discussed above. Favored access is off Melnea Cass at a continuation of the Columbus Avenue corridor. A state-funded garage with structure able to support densities mentioned above and holding a minimum of 1,500 cars will be built. Underground rather than structured parking is preferred. Final capacity and configuration will be negotiated by BRA, State, and designatee.

2. Vehicular Access

Favored access is discussed above. Limited access may be possible from Ruggles. No access is allowed from Tremont. Access should be designed to accommodate the Ruggles Station 'kiss and ride' concept.

3. Service Area

Service areas must be inconspicuous, safe, and fully enclosed. Use of service areas must not interfere with pedestrian circulation. Service ideally should be limited to the Columbus/Melnea Cass access/egress discussed above and should be internalized and underground to maximize pedestrian enjoyment of the development.

4. Context

A study of the relationship of Parcel 18 to Boston's transportation and transit systems is included elsewhere. Strong recognition of the convenience of the Ruggles Station's Orange Line, Commuter Rail, and Bus Station service will benefit the project and the area.

ENVIRONMENT

1. Microclimate

The project should be designed to minimize adverse impacts on the microclimate, including pedestrian-level wind, sunlight on public ways and spaces, and the level of daylight in the area. A full Environmental Impact Report will be required. Initial submissions should include preliminary shadow studies and design considerations which address negative wind impact potential. Wind tunnel testing will be required of the designee in the preliminary massing design stage; parameters will be supplied by the BRA. See the Environmental Analysis section under submissions requirements, page 12.

2. Sewer and Water

A holding tank for waste water shall be a requirement for issuance of a permit for Sewer Extension and Connection.

FINANCE

1. The designee will be required to make a linkage payment as mandated by Article 26 of the Boston Zoning Code. Office, retail, hotel and institutional uses greater than 100,000 gross square feet (GSF) in size shall pay \$5/GSF, calculated above a threshold of 100,000 square feet (excluding parking), payable over 12 years. Alternatively, the linkage requirement may be met through the construction of housing for low and moderate income people. If Article 26 is amended prior to the development project's approval by the Zoning Board of Appeals, such amendments shall apply to the project.
2. The designee shall devote one percent of the construction cost to works of fine art (i.e., paintings, murals, sculpture) to be located in publicly-accessible interior and exterior places within the development project.

EMPLOYMENT

1. The designee must observe legal requirements which relate to non-discrimination, equal employment opportunity, contract compliance, and affirmative action.
2. The designee shall require the contractor and sub-contractors to comply with guidelines that the employee composition include at least 50% Boston residents, at least 25% minority persons, and at least 10% women. An employment plan to that effect will be required of the tentative designee.
3. The designee shall require tenants to use good faith efforts to comply with guidelines that 50% of all permanent jobs be held by Boston residents.
4. The designee shall allocate not less than 10% of the general contractor's bid price for minority and women business participation.

30% MBE?

BACKGROUND INFORMATION

LOCATION

Parcel 18 is bounded by: the Ruggles Street Station platforms and walls, relocated Ruggles Street, Tremont Street, and Melnea Cass Boulevard extension. It is located within the Southwest Corridor development area.

PARCEL AREA

Parcel 18 total area is approximately 245,000 SF or 5-6 acres.

SITE CONDITIONS

The Parcel 18 site has difficult soil conditions which are fully detailed in the Parsons Brinkerhoff report, see Appendix B. These conditions will be ameliorated by the parking garage foundation work which will be specified to accommodate development within the guidelines given above.

OTHER CONDITIONS improvements, historic context, etc.)

(in process)

In addition, the reader is referred to the appendices, which contain applicable segments of earlier briefing documents relating to Parcel 18 from a number of sources.

SUBMISSIONS REQUIREMENTS

Fourteen copies of each submission are required. Ten copies shall be bound 8½" x 11" booklets containing full sets of reduced drawings and all applicable written information. Four copies are required of the design submission alone; of these, one shall be mounted on boards in presentation format, and three shall be full size duplicate sets of architectural drawings rolled in black reclosable tubes.

APPLICANT INFORMATION

1. Letter of interest introducing the development team, including the developer, architect, and other consultants.
2. Relevant past experience of development team.
3. Redeveloper's Statement of Public Disclosure, and Redeveloper's Statement of Qualifications and Financial Responsibility (Form HUD-6004 enclosed).

DEVELOPMENT PROPOSAL

1. Project summary, including a description of proposed uses and public amenities, proposed ownership structure, and the anticipated development schedule. Current ownership and/or site control options for all parcels included in the proposal should be listed.

DESIGN SUBMISSION

1. A contoured study model at a scale of one inch to one hundred feet, prepared in sufficient detail to evaluate the relationships of height, mass, proportion, color and materials to surrounding buildings and spaces.
2. Elevations of all facades within the project site. The elevations must be in sufficient detail to examine the relationships of proposed and existing storefronts, window openings, cornice lines, and entrances. The scale of 1/16" to 1'-0" is requested.
3. Site plan(s) developed in sufficient detail at 1/16":1'-0" to describe the character and scope of the proposal. The plan must include the first floor plan and should identify pedestrian routes through the complex as well as pedestrian, vehicular and services access. Landscaping, ground plane materials, and amenities (e.g., benches, lights) shall be indicated.
4. Building/site sections at 1/16":1'-0" scale illustrating the relationships in scale and massing between the proposal and Whittier Street housing, and the Ruggles Street Station.
5. Eye-level perspective views from Ruggles Street, Columbus Avenue, Tremont Street, and Melnea Cass Boulevard, showing the proposal in the context of the surrounding area.

6. Any additional plans, elevations and sections as may be required to understand the building's organization.
7. Description of the materials to be used for exterior facades and public spaces. Color renderings of at least one elevation and one perspective view, as well as the applicable portions of the site plan, are suggested.

ENVIRONMENTAL ANALYSES

1. Wind

Wind tunnel testing of development proposals which include components taller than 150 feet shall be required to determine pedestrian level wind impacts and the possible need to develop mitigation measures, including modifications to the massing design of the project, to reduce winds to acceptable levels. Parameters for conducting the testing shall be provided by the Boston Redevelopment Authority. Results of the testing will be compared to pedestrian comfort criteria adopted by the Authority.

Two stages of wind tunnel testing are required. Stage I, qualitative analysis, is required for all project proposals. Stage II, quantitative analysis, will be required after tentative designation. Stage I wind tunnel testing will include an erosion analysis (or equivalent methodology) to determine potential problem areas and relative differences between build and no-build conditions.

The wind tunnel testing results shall be reported according to the following criteria:

- o Wind velocity data shall be presented in miles per hour.
- o Data shall be presented both in tabular form and graphically on a map, to indicate velocity changes at the test locations.

2. Shadows

Shadow studies of the development proposal shall be prepared and shall include shadow impacts for both build and no-build conditions for the hours 9:00 a.m., 12:00 noon and 3:00 p.m., conducted for the vernal and autumnal equinoxes, winter and summer solstices. The shadow impact analyses shall be presented in such a manner as to show net new shadow as well as existing shadows.

Shadow analyses also shall be conducted for 10:00 a.m., 11:00 a.m., 12:00 noon, 1:00 p.m., and 2:00 p.m. on October 21 and November 21 and shall show the incremental effects of the proposed massing on existing and proposed public open spaces, including major pedestrian areas.

FINANCIAL INFORMATION

1. Development and operating pro formas.

2. Letters of interest from a financial institution or source of funding for land acquisition, construction, permanent and/or end-loan financing.

SUBMISSION FEE

1. A submission fee of \$7,500 is required, drawn to the order of or assigned to the Boston Redevelopment Authority. The Authority is under no obligation to earn interest. \$5,000 of the fee will be retained by the Authority for processing the submission; the remaining \$2,500 will be returned to unsuccessful applicants.

DISPOSITION PROCEDURES

The Boston Redevelopment Authority requests that applicants submit proposals no later than 5:00 P.M. on April 15, 1985 to the Authority, Room 932, City Hall, One City Hall Square, Boston, Massachusetts 02201. For questions regarding proposal submissions, please contact Martha Bailey, Project Coordinator, at the BRA, (617) 722-4300.

All proposals must conform to the submission requirements and first stage guidelines outlined on the pages which follow. At any time, the Authority may request additional information from any applicant.

All development teams submitting proposals will be invited to make a formal presentation to the Authority during the initial phase of the selection process. If necessary, after reviewing all proposals, the Authority will select several finalists and request them to develop their proposals further, based on second-stage BRA terms and guidelines. If only one proposal meets the criteria, this step may be eliminated.

The Authority will recommend tentative designation for the developer whose proposal best meets the criteria for maximizing the benefits of the project to the city. The proposal then will be subject to subsequent stages of BRA development review prior to consideration for final designation.

The Authority reserves the right to reject any and all proposals, and to offer for tentative designation subsites within the overall parcel area.

